



Services

PRIVATE ORGANIZATION (PO) PROGRAM

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★This instruction implements AFPD 34-2, *Air Force Community Service Programs*. It provides guidance and procedures for establishing and operating POs on Air Force installations. It also implements DoDI 1015.9, *Professional United States Scouting Organization Operations at United States Military Installations Located Overseas* (31 Oct 90) and DoDI 1000.15, *Private Organizations on DoD Installations* (22 Sep 78). Attachment 2 lists the types of POs affected by this instruction. A ★indicates revisions from the previous edition.

SUMMARY OF REVISIONS

★This publication implements the realignment of Services publications from AFPD 34-1, *Morale, Welfare, Recreation, and Services*, to AFPD 34-2. Paragraph 7 is revised to make the Services commander or division chief responsible for monitoring and administering the PO Program and monitoring unofficial programs. Paragraph 8 is revised to delete redundant wording and adds the successful audit report requirement. Paragraph 10.1 is revised to change "letterhead title" to "title or letterhead," and prohibits the use of names of Air Force Nonappropriated Fund Instrumentalities (NAFI) in the title or letterhead. Paragraph 10.5.2. is revised to include installation commander authority to approve investment club POs. Paragraph 10.9 is revised to clarify the delegation of approval authority to the Services commander or division chief for continuous thrift shop and museum resale operations. Paragraph 10.16. is revised to include exception provided in new paragraph 10.16. Added paragraph 10.16 which provides rules for conducting fund-raising raffles. Paragraph 11.2 is revised to change "the Assistant Secretary of Defense (Manpower, Installations, and Logistics)" to "Assistant Secretary of Defense (Force Management Policy)." Paragraph 11.2.3. is revised to change "The" to "Any." Paragraph 11.3 clarifies guidance on reimbursement for services and utilities. Also added a glossary of references, abbreviations, and acronyms.

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Section A—General

1. POs. POs are a self-sustaining special interest group, set up by people acting outside the scope of any official position they may have in the federal government. These POs are not integral parts of the military service or federal entities. They are not NAFIs as defined in AFI 34-401, Use of Nonappropriated Funds (NAFs), nor are they entitled to the sovereign immunities and privileges given to NAFIs or the Air Force. They operate on Air Force installations with the written consent of the installation commander.

1.1 When an unofficial activity's current monthly assets (which includes cash inventories, receivables, and investments) exceed a monthly average of \$1,000 over a 3-month period, the activity must become a PO, discontinue on-base operations, or reduce its current assets. Examples of unofficial activities are unit coffee funds, flower funds, and other small operations.

1.2. This AFI does not apply to unofficial organizations with current monthly assets of less than \$1,000 like unit coffee funds.

2. Types of POs. Attachment 2 lists specific examples of the types of POs.

2.1. Type 1 (Federally Sanctioned) POs are organizations recognized by the Department of Defense (DoD) or Headquarters, United States Air Force (HQ USAF).

2.2. Type 2 (Affiliated) POs are local chapters, lodges (fraternal or benevolent), veteran groups and posts, or elements of national- or state-chartered organizations.

2.3. Type 3 (Independent) POs are locally established and controlled special-interest organizations set up and operated to fulfill the needs and interests of DoD families.

Section B—What People Do

3. The Director of Services (HQ USAF/SV). The HQ USAF/SV sets policy and provides oversight for POs.

4. The HQ Air Force Services Agency, Directorate of Programs (HQ AFSVA/SVP). HQ AFSVA/SVP gives operational guidance to POs.

5. Major Command Directors of Services (MAJCOM/SV). MAJCOM/SVs ensure that base-level Services Squadrons follow the procedures outlined in this AFI.

6. Installation Commander:

6.1. Authorizes the establishment and operation of a PO when he or she determines it will make a positive contribution to the lives of base personnel. The commander may withdraw his authorization if the PO prejudices or discredits the United States Government, conflicts with government activities, or for any other reasonable or just cause.

6.2. Authorizes contractor and subcontractor POs when justified, as long as the interests of the Air Force are fully protected in the authorizing documents.

6.3. Approves requests for fund-raisers or may delegate this approval function to the Services squadron commander or division chief.

6.4. Designates the Services squadron commander or division chief to monitor and advise on PO activities.

- 6.5. Authorizes a limited number of PO-sponsored bingo games in addition to regularly scheduled Air Force bingo programs, provided the PO uses its own cards, prizes, and so on. The PO is responsible for cash handling. Bingo may be authorized only when permitted by law.
- 6.6. May delegate the above authorities to the Support Group Commander.

7. Services Squadron Commander or Division Chief:

- 7.1. Monitors and administers the PO Program.
- 7.2. Directs the Resource Management Flight Chief (RMFC) to keep a file on each PO.
- ★7.3. Monitors unofficial activities/organizations.

★8. RMFC:

- 8.1. Reviews each PO annually to make sure documents, records, and procedures outlined in the Private Organization Guidance Handbook are in order.
- 8.2. Provides data at the completion of each fiscal year through MAJCOM to HQ AFSVA/SVF via RCS HAF-AFSVQ(A)9330, Private Organizations - Percent Of Successful Audits/Financial Reviews. Reporting will continue during emergency conditions using emergency status code C-3, delayed. Reports are due 20 calendar days after the end of the fiscal year. (Refer to AFD 34-2).

Section C—Establishing, Operating, and Dissolving a PO Activity

9. Setting Up a PO. A PO must submit written, constitution, bylaws, or other similar documents, outlined in the Private Organization Guidance Handbook, through the RMFC, Services squadron commander or division chief, and Staff Judge Advocate for consideration by the installation commander. The constitution and bylaws must:

- 9.1. Address the nature, function, classification, objectives, membership eligibility, and sources of income of the PO.
- 9.2. Notify all members of their personal financial responsibility.
- 9.3. Describe the responsibilities of PO officers for asset accountability, liability satisfaction, and sound financial and operational management.
- 9.4. Provide specific guidance on how to dispose of residual assets remaining in the PO treasury after satisfaction of outstanding debts.

NOTE: A PO may dispose of its assets only in the manner outlined in its constitution and bylaws. If proper provisions exist, a PO may give residual assets to the Air Force or a NAFI in accordance with AFIs 51-601, Gifts to the Department of the Air Force, and 34-401. Neither appropriated fund (APF) activities or NAFIs may claim the assets of, or make or assume any obligations for, a PO except those that may arise from a valid contract between them.

10. Operating a PO. Installation commanders provide limited supervision over POs. Their control lies in the power to authorize and withdraw authorization for these organizations to operate on the installation. They insure compliance with the requirements of this instruction, but do not control or dictate internal activities or structure of POs.

★10.1. POs may not use, in a title or letterhead:

10.1.1. The name or seal of the Department of Defense or the acronym “DoD.”

10.1.2. The name, abbreviation, or seal of any military department or military service.

★10.1.3. The name (or material parts of the name) of any Air Force NAFI, e.g., Morale, Welfare, and Recreation (MWR) Fund, Lodging Fund, or Nightingale House Fund, etc.

10.1.4. The seal, insignia, or other identifying device of the local installation without approval of the installation commander

10.2. POs may not discriminate in hiring practices or membership policies based on the basis of age, race, religion, color, national origin, ethnic group or gender.

10.2.1. POs may organize around a cultural or ethnic focus as long as they do not restrict their membership on the basis of culture or ethnicity.

10.3. POs may not haze or harass (either physically or mentally) as part of their initiation rites.

10.4. Religiously oriented POs may be authorized to operate on installations if:

10.4.1. Requests by similar organizations are also approved.

10.4.2. Authorization is for non-exclusive use of government facilities.

10.4.3. No sign or insignia or other organizational identification is placed on or inside government facilities except when the organization's activities are in progress

10.4.4. Membership is not restricted to members of the religion involved.

10.4.5. The installation staff chaplain coordinates on the request.

10.5. POs must be self-sustaining. There will be no direct financial assistance to a PO from a NAFI in the form of contributions, dividends, or donations of monies or other assets.

10.5.1. POs must properly plan and adequately control the monetary aspects of their goals and objectives, including cash and other assets such as property.

★10.5.2. Income must not accrue to individual members except through wages and salaries for PO employees or other payment for services rendered. Any income will be derived primarily for offsetting expenses of operation, which may include competitive awards or charitable contributions. As an exception, installation commanders may authorize investment-oriented POs, if they comply with all other provisions of this regulation.

10.6. POs must use budgets and financial statements as financial management tools. Additional financial requirements are listed in the Private Organization Guidance Handbook.

10.6.1. The budget details financial plans for annual operations. It includes projected activities (income and expense) and capital purchases (equipment and property). The budget establishes financial objectives to generate sufficient income to offset planned expenses. Comparing actual results with the budget helps indicate management performance.

10.6.2. POs must prepare one type of financial statement, an income-and-expense statement, either on an accrual or cash basis. The income and expense statement reflects monetary events that have occurred during a given period.

10.6.3. POs must also prepare a balance sheet that accounts for total assets of the PO's financial condition on a given date.

10.7. POs with certain levels of gross annual revenue must undergo audits and financial reviews:

10.7.1. Certified Public Accountants (CPA) perform annual audits of POs with gross annual revenues of \$250,000 or more. POs pay CPAs to conduct these audits, which provide an official examination and verification of financial accounts and records of the PO.

10.7.2. Accountants (CPA not required) perform annual financial reviews of POs with gross annual revenues of \$100,000 but less than \$250,000. POs pay accountants to conduct these reviews and provide written verification of the accounting data and other relevant information.

10.7.3. POs that have gross annual revenues of less than \$100,000 but more than \$5,000 normally are not required to conduct an independent audit or financial review.

However, such POs must provide an annual financial statement, as outlined in the Private Organization Guidance Handbook, to the RMFC.

10.7.4. If there are signs of fraud or other improprieties, regardless of the amount of revenue, the Services commander advises the installation commander. The commander should request an audit from the Air Force Audit Agency.

10.7.5. The audit (which generally provides more detailed information) and the financial review must verify the PO has:

10.7.5.1. A uniform system of accounting.

10.7.5.2. Consolidated reports of the accounting system into meaningful summaries.

10.7.5.3. Identified areas of weakness and plan for corrective action.

10.7.6. POs that implement internal control procedures must ensure:

10.7.6.1. Adequate segregation of duties.

10.7.6.2. Proper procedures for authorizations.

10.7.6.3. Adequate documents and records.

10.7.6.4. Physical control over assets and records.

10.7.6.5. Independent checks on performance.

10.8. POs and unofficial activities/organizations must not engage in activities that duplicate or compete with the Army and Air Force Exchange Service or Services activities or NAFI.

★10.9. POs and unofficial activities/organizations may not engage in frequent or continuous resale activities or operate amusement or slot machines. However, the installation commander may authorize (or the Services squadron commander or division chief may authorize, if authority is delegated) continuous thrift-shop sales operations, museum shop sales of items related to museum activities, and occasional sales for fund-raising purposes like bake sales, dances, carnivals, or similar occasional functions.

10.10. POs and unofficial activities/organizations may not sell alcoholic beverages.

10.11. POs must have liability insurance unless the installation commander waives the requirement. However POs may be required to obtain insurance for certain special events which involve a greater risk of injury or damage. Forward all waiver request through the base legal office prior to approval. PO members must be aware that, generally, members are jointly and severally liable for the obligations of the PO.

10.12. The PO should consider bonding for its treasurer. The treasurer is in a sensitive position, especially if handling and controlling large amounts of cash. POs may make a bonding determination by weighing the cost of commercial "fidelity" insurance protection from a qualified underwriter against the potential dollar risk.

10.13. POs must comply with all applicable federal, state, local, and foreign laws governing like civilian activities. Some POs may qualify for tax-exempt status. The regional Internal Revenue Service office and the state taxing authority provides tax-exempt information.

10.14. PO officers and members report any signs of fraud or other improprieties to the Services squadron commander or division chief.

10.15. PO officer and member actions must not prejudice or discredit the United States Government or conflict with governmental activities. POs may not:

10.15.1. Solicit funds for their organization on base.

★10.15.2. Conduct games of chance, lotteries, raffles, or other gambling-type activities except as provided in paragraph 10.16.

★10.16. Those POs which are composed primarily of DoD personnel or their family members may conduct fund-raising raffles on an Air Force installation on an occasional, infrequent basis when authorized in advance by the installation commander or designee subject to the limitations detailed below. Such raffles provide a means of extending needed services or other assistance to members of the DoD family, but failure to strictly follow the provisions below could result in the raffles violating the general gambling prohibition in DoD 5500.7-R, Joint Ethics Regulation (JER), 30 Aug 93 with changes 1 and 2. All requests to conduct raffles must be reviewed by the servicing Judge Advocate's office. Raffles must:

10.16.1. Not violate the law of the city, county, state, or country in which the installation is located and comply with any applicable requirements of such laws, e.g., securing required licenses or permits, filing application documents and/or reports, and the like.

10.16.2. Be for the benefit of DoD personnel or their family members. Raffles may not be authorized to raise money for local or national groups such as a regional or national Heart or Cancer Association whose funds would not benefit primarily DoD personnel or their family members.

10.16.2.1. In evaluating PO raffle fund raising requests, installation commanders must consider the proposed use of the proceeds and may approve only those requests which serve a charitable, civic, or other community welfare purpose within the DoD community which directly benefits DoD personnel or their family members. For example, commanders may approve raffles when the proceeds would be used for new playground equipment at a child development center or new furnishings at a youth center; to fund scholarship programs for DoD personnel and their family members; to donate money to base scouting organizations; or to provide food, clothing, shelter, or other relief to needy DoD personnel or their families.

10.16.2.2. Raffle requests to raise funds for purely social, recreational, or entertainment purposes which benefit only individual PO members and/or their family members, such as to underwrite the cost of a weekend ski trip, a sight-seeing tour or a shopping excursion will not be approved.

10.16.2.3. Requests for approval to conduct raffles must identify the purpose for which funds are being raised and the intended beneficiaries of the proceeds. They must also identify how the PO will ensure the proceeds are used only for that purpose and those beneficiaries.

10.16.3. Not be officially endorsed or supported except as permitted by sections 3-210 and 3-211 of the JER.

10.16.4. Not be conducted in the workplace. With installation commander or designee approval, they may be conducted at public entrances and in community support facilities such as the lobby of the Base Exchange. Raffles on the Pentagon reservation are prohibited.

10.16.5. Not be conducted by military members or civilian employees during their duty time. Military members may not conduct raffles while in uniform at any time. Air Force personnel may participate in PO fund-raising raffles only in a purely personal, unofficial, volunteer capacity at authorized locations and in ways that do not imply official endorsement.

11. Logistical Support. POs must furnish their own equipment, supplies, and other materials. Newly elected PO officers must consult the RMFC for guidance and training on local base requirements and procedures because POs generally do not get either NAF or APF support.

11.1. Type 1 POs may receive support by direction of specific AFIs pertaining to their operation.

★11.2. Type 2 POs, approved by the Assistant Secretary of Defense (Force Management Policy), such as scouting organizations, are eligible for support in overseas areas. Such organizations must be chartered to provide programs relating to religious, spiritual, social, welfare, and educational needs of active duty personnel and their family members.

11.2.1. Type 2 POs may request the following additional support subject to the applicable status of forces agreements and the capability of the overseas commander to provide support without detriment to the military mission:

11.2.1.1. Reimbursable transportation services.

11.2.1.2. Commissary, Armed Forces postal service (overseas), exchange, and recreational activity privileges.

11.2.1.3. Reimbursable space-available hospitalization, medical and dental care, and dependent school service.

11.2.1.4. Utilities for on-station facilities that provide services to Armed Forces personnel and military banking facilities operated under DoD contract.

11.2.2. POs requesting the above support must forward applications to MAJCOM/SV. As part of the forwarding recommendation, the installation commander must include a statement acknowledging the commander can provide the additional support requested. In addition, the request must include:

11.2.2.1. A cost estimate for the additional support.

11.2.2.2. A list of services, programs, and activities the PO provides that warrant additional support.

★11.2.3. Any national organization with which the local PO is affiliated and DoD must agree to a Memorandum of Understanding (MOU) concerning the level and terms of support.

11.2.3.1. The MOU establishes the maximum level of support available to all POs affiliated with a specific national organization, regardless of whether a PO is in an overseas location.

11.2.3.2. The MOU limits support to that specifically outlined in the MOU.

11.2.3.3. Appropriate personnel may review and revise the MOU at the request of the PO (national level) or DoD.

11.2.3.4. Either party may terminate the MOU by written notification.

11.2.3.5. MAJCOM/SV gets copies of each MOU affecting its area.

★11.3. The Air Force may provide a meeting place to Type 2 POs, not covered in paragraph 11.2. above, and to Type 3 POs subject to the following:

11.3.1. POs must reimburse for services (to include utilities) when a facility or space in a facility is used by a PO on other than an occasional basis, unless non-reimbursable support is authorized by separate directive or instruction.

11.3.2. Such occasional use must not add to the Government's maintenance or janitorial expenses.

11.3.3. The Air Force mandates an approved out grant when a PO has exclusive use of a facility, space or land area. Any reimbursement for space occupied, utilities, maintenance, and other support services will be determined in accordance with policies prescribed in DoD Instruction 7230.7, User Charges, 29 Jan 85 with changes 1 and 2.

12. Ending a PO Activity. When a PO decides to disband or shut down, it must:

12.1. Use its funds to satisfy any outstanding debts, liabilities, or obligations.

12.2. Dispose of the residual balance as decided by the PO membership.

12.3. PO officers must notify the Services squadron commander or division chief of their intent to dissolve the PO and prepare a time-phased action plan to do so.

PATRICK O. ADAMS, Brigadier General, USAF
Director of Services

GLOSSARY OF REFERENCES, ABBREVIATIONS AND ACRONYMS***References***

DoD Instruction, 1000.15, *Private Organizations on DoD Installations*, 22 Sep 78
DoD Instruction 1015.9, *Professional United States Scouting Organization Operations at United States Military Installations Located Overseas*, 31 Oct 90
DoD 5500.7-R, *Joint Ethics Regulation*, 30 Aug 93, with changes 1 and 2
DoD Instruction 7230.7, *User Charges*, 29 Jan 85, with changes 1 and 2
AFPD 34-2, *Air Force Community Service Programs*
AFI 32-1061, *Providing Utilities to US Air Force Installations*
AFI 34-401, *Use of Nonappropriated Funds (NAFs)*
AFI 51-601, *Gifts to the Department of the Air Force*

Abbreviations and Acronyms

AFI—Air Force Instruction
AFMAN—Air Force Manual
AFPD—Air Force Policy Directive
AFSVA—Air Force Services Agency
APF—appropriated funds
CHAP—Children Have a Potential
CPA—Certified Public Accountant
DoD—Department of Defense
HQ—Headquarters
JER—Joint Ethics Regulation
MAJCOM—major command
MOU—Memorandum of Understanding
MWR—Morale, Welfare, and Recreation
NAF—nonappropriated funds
NAFI—Nonappropriated Fund Instrumentality
NCO—noncommissioned officer
PO—Private Organization
RMFC—Resource Management Flight Chief
SV—Director of Services
SVP—Directorate of Programs
TOPS—Take Off Pounds Sensibly
USAF—United States Air Force
USO—United Services Organizations

CLASSIFICATION OF POS**A2.1. Type 1 - Federally Sanctioned Organizations:**

Credit Unions - AFI 65-702

Banks - AFI 65-701

Air Force Aid Society - AFI 36-3109

Air Force Museum - AFR 84-103

Labor Organizations (Subject to Executive Order 11491) - AFI 36-701

United Services Organizations Incorporated (USO) - AFI 36-3105

United Seaman's Service

Other Federally Sanctioned Organizations

A2.2. Type 2 - Affiliated Organizations:

Noncommissioned Officer (NCO) Associations

Aviator or Navigator Organizations

Financial or Personnel Management Organizations

Technical or Nurses Club

Veterans Organizations

Air Force Association

Parent-Teacher Associations

Community Service Organizations

Racial/Ethnic Groups

Conservation or Ecology Clubs

Take Off Pounds Sensibly (TOPS)

Weight Watchers

Scouting Organizations

Little League

Fraternal Associations

Toastmaster or Toastmistress

Motorcycle Clubs

Auto Clubs

Sport Parachute Clubs

Religious Organizations

Reserve or Retired Associations

Children Have a Potential (CHAP) Organizations

Other Affiliated Organizations

A2.3. Type 3 - Independent Organizations

Art, Drama, and Music Clubs

Model, Coin, Stamp, and Hobby Clubs

Snowmobile Clubs

Sports Clubs (Tennis, Soccer, Softball)

National Origin Wives Clubs

Little Leagues

Auto Clubs

Rod and Gun, Rifle, or Riding Clubs

Booster Clubs

Local Ethnic and Social Action Groups

Kindergarten

Financial, Personnel Management or Technical Clubs

Thrift Shops (operated independently of wives' or women's clubs)

Golf Leagues or bowling leagues not affiliated with national organizations or Services activities

Judo, Karate, and Martial Arts Clubs

Youth or Teen Social Clubs

Archery Clubs

Wives and Women's Clubs

Square Dance Clubs

Motorcycle Clubs

Conservation or Ecology Clubs

Religious Organizations

Weight Reducing or Health Clubs

Scuba, Swim, and Water Clubs

Other Independent Organizations

(NOTE: DoD has waived requirement for nationally affiliated bowling leagues to become POs under this instruction.)